BEFORE THE OFFICE OF TAX APPEALS STATE OF CALIFORNIA

IN	THE	MATTER	OF	THE	APPEAL	OF,)			
)			
Α.	CHE	RKASKY,)	OTA	NO.	19054781
)			
				Α.	PPELLAN'	Т.)			
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TRANSCRIPT OF PROCEEDINGS

Cerritos, California

Wednesday, April 13, 2022

Reported by: ERNALYN M. ALONZO HEARING REPORTER

1	BEFORE THE OFFICE OF TAX APPEALS					
2	STATE OF CALIFORNIA					
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5	IN THE MATTER OF THE APPEAL OF,)					
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8	APPELLANT.))					
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14	Transcript of Proceedings, taken at					
15	12900 Park Plaza Dr., Suite 300, Cerritos,					
16	California, 91401, commencing at 9:33 a.m.					
17	and concluding at 10:33 a.m. on Wednesday,					
18	April 13, 2022, reported by Ernalyn M. Alonzo,					
19	Hearing Reporter, in and for the State of					
20	California.					
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1	APPEARANCES:	
2		
3	Panel Lead:	ALJ CHERYL AKIN
4	Panel Members:	ALJ RICHARD TAY
5	raner members.	ALJ ANDREW WONG
6	For the Appellant:	A. CHERKASKY C. CHERKASKY
7		C. CHERNASKI
8	For the Respondent:	STATE OF CALIFORNIA FRANCHISE TAX BOARD
9		ERIC BROWN
10		MARIA BROSTERHOUS
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25		

1		<u>INDEX</u>
2		
3		EXHIBITS
4		
5	(Appellant's Exhibit	ts 1-3 were received at page 6.)
6	(Department's Exhib	its A-M were received at page 7.)
7		
8		OPENING STATEMENT
9		DACE
10		<u>PAGE</u>
11	By Mr. Cherkasky	9
12	By Mr. Brown	25
13		
14		CLOSING STATEMENT
15		PAGE
16	By Mr. Cherkasky	35
17		
18		
19		
20		
21		
22		
23		
24		
25		

1	Cerritos, California; Wednesday, April 13, 2022
2	9:33 a.m.
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4	JUDGE AKIN: We are opening the record in the
5	Appeal of Cherkasky, OTA Case Number 19054781. This
6	matter is being held before the Office of Tax Appeals.
7	Today's date is Wednesday, April 13th, 2022, and the time
8	is approximately 9:33 a.m.
9	My name is Cheryl Akin, and I'm the lead
10	Administrative Law Judge for this appeal. With me today
11	are Administrative Law Judges Richard Tay and Andrew Wong
12	As a reminder the Office of Tax Appeals is not a court.
13	It is an independent appeals body. The office is staffed
14	by tax experts and is independent of the state tax
15	agencies.
16	With that, I'd like to ask the parties please
17	introduce themselves for the record, starting with
18	Appellants.
19	MR. CHERKASKY: Good morning. My name is Andrew
20	Cherkasky. I'm joined by my wife Catherine Cherkasky.
21	JUDGE AKIN: Okay. Thank you.
22	And Franchise Tax Board?
23	MR. BROWN: Good morning. I'm Eric Brown, Tax
24	Counsel with the Franchise Tax Board.
25	JUDGE AKIN: Okay. Thank you. And was your

1 microphone on? Just a reminder to hit that so that it's 2 audible for everyone. Thank you. 3 MR. BROWN: That's fine. Would you like me to repeat anything? 4 5 I think we're good. JUDGE AKIN: MR. BROWN: Thank you. 6 7 JUDGE AKIN: Yeah. Thank you. Okay. Now, I would like to quickly go over the 8 9 issue to be decided today. As confirmed at the prehearing 10 conference and in my minutes and orders following that 11 conference, the issue to be decided in this appeal is 12 whether Appellant has established reasonable cause to 13 abate the late-filing penalty for the 2015 tax year. 14 Next, I'd like to move onto the evidence in this 15 Appellants submitted Exhibits 1 through 3. appeal. 16 exhibits were submitted prior to the prehearing conference, and Franchise Tax Board indicated that they 17 18 did not have any objections to those exhibits. As such, 19 Appellants Exhibits 1 through 3 are now admitted and 20 entered into the record. 21 (Appellant's Exhibits 1-3 were received 22 in evidence by the Administrative Law Judge.) 23 Franchise Tax Board submitted Exhibits A through 2.4 They also submitted those exhibits prior to the

prehearing conference, and Appellant indicated they did

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not have objections to those exhibits. As such, Franchise Tax Board's Exhibits A through M are now admitted and entered into the record.

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(Department's Exhibits A-M were received in evidence by the Administrative Law Judge.)

Before we actually jump into the presentations, I just wanted to go quickly over the order of the proceedings today. As indicated in my minutes and orders, Appellants will have 20 minutes for their presentation, including the witness testimony, after which, Franchise Tax Board will have 10 minutes. Following Franchise Tax Board's presentation, there will be an additional 10 minutes for Appellants to make a final closing or rebuttal statement. Questions will be allowed after each of those presentations and after the rebuttal. With that, I think we're ready to begin.

Mr. Cherkasky, you indicated you'll be testifying?

MR. CHERKASKY: Yes. I wasn't quite sure about the exact process, but I wanted to make myself available to, not just argue the case, but also to be subject to any questions that, I guess, the opposing party or Your Honors may have for me. So I figured to classify that as testimony was most appropriate.

JUDGE AKIN: Yeah. What we can do then is just

1	swear you in before you begin and any factual statements
2	that you make can be, you know, taken as evidence. And is
3	Mrs. Cherkasky going to be testifying as well or just
4	MR. CHERKASKY: I don't see a need for it. She's
5	here, and she's, I'm sure, happy to answer any questions
6	of any of the other parties. I was the one who did the
7	taxes, and so I'm the one who, I guess, has the
8	information that I believe would be helpful to you all.
9	JUDGE AKIN: Okay. Then what we can do is, if
10	she's needed to answer anything, we can swear her in at
11	that time.
12	MR. CHERKASKY: Very good.
13	JUDGE AKIN: So with that, I think we're ready to
14	begin. If you can please raise your right hand.
15	
16	ANDREW CHERKASKY,
17	produced as a witness, and having been first duly sworn by
18	the Administrative Law Judge, was examined and testified
19	as follows:
20	
21	JUDGE AKIN: Okay. Then we are ready for your
22	argument and testimony, and you may begin when you're
23	ready.
24	///
25	///

PRESENTATION

MR. CHERKASKY: Very good. Well, thank you and good morning.

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And I first want to say how grateful I am for such accommodations over the years. This has been pending now, I think, almost three years. Covid obviously stalled us. And throughout that process we could have done things remotely. I thought an in-person hearing was beneficial just so that we can all see each other and hear each other and. And the office has been just accommodating in keeping us up-to-date.

Even this morning as I was pulling into the parking lot, your folks were calling to make sure I was finding things okay. And I just wanted to say I really appreciate from the Office of Tax Appeals how, I guess, taxpayer friendly or just user friendly the process has been. So thank you and good morning.

The issue that we have here is that, I guess, the State Franchise Tax Board perhaps has not been so accommodating of the taxpayer and a bit more draconian.

And so what I'd like to do is introduce myself just a bit.

And the process that brings us here is the facts are as I see them.

My name, again, is Andrew Cherkasky. I am a California attorney, and I've been a California attorney

since 2013. My wife Catherine here is also a California attorney. Prior to becoming a California attorney, I was a and still am an Illinois attorney. I graduated in 2006. I served as an officer in the Air Force, and I'm a former federal prosecutor.

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operating since, starting first in Illinois and now in California. And it's been successful, and I've represented many clients over the years and take very seriously the obligations in filing documents in a timely manner, whether for my clients or whether for myself. And so that's just a little bit of background that led to 2015 tax returns.

I believe that it was my first year, actually, doing California taxes as I had recently moved permanently from Illinois to California. And I did them myself. I logged into the H&R tax software. I'm not a tax attorney I practice criminal law primarily, but I took a tax course in law school. I figure the ability to file taxes should be something that an attorney should be able to do, especially, with the relatively normal filing that I had that year. Nothing particularly complicated.

And so I went about doing it on my own and went through the process of doing it. It's not easy. You spend quite a bit of time going through that process, and

I did. And I used that tax software. I did so, I thought, very diligently reading all the instructions along the way. If you read the tax return that was intended to be filed, you'll see that it's relatively complicated. Many different sections had to be filled out. Many different instructions had to be followed along the way, and I did so.

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This isn't a simple 1040 that I was doing. This is -- I believe I was filing -- I think I was in an LLP status at the time. And so you've got your various schedules and all of the pieces that go into that. And, ultimately, I get to the end, and I push the buttons to send it. And I intended to e-file it, and I thought I did so. And the evidence, I believe, is very strong that I did so in a reasonable manner in which a reasonable prudent businessperson would do so.

Why? Well, first I would argue that I am a reasonably prudent businessperson. I think that just in the course of history and who I am and what I've done. I can well establish that as a matter of my character. But beyond just that, as I said, all of the steps I went through to file those taxes, I wasn't -- I certainly was not looking to do something negligently or to do something half haz -- haphazardly or in a manner that wouldn't effectively file the taxes.

I know the penalties. I know the consequence for not filing your taxes, and so my intent, quite clearly, was to file my taxes appropriately. And it wasn't just that I just pushed the button. I pushed the button, and I entered in -- as the Franchise Tax Board says in their filings -- I entered in a adjusted gross income number from my spouse from the year prior to confirm that I was appropriate -- that I was the appropriate person to be filing this.

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And it didn't come back with any errors, no alarms, no rejections. Usually, if you log into a website to submit something and you put in those final numbers, you know, the -- the-- make sure you're a human number, if you don't get that right, it tells you you don't get that right. Or if you put in a password and the password is not right, it tells you that the password is not right. There's no warning of any sort in that way. In fact, it accepted the button push, and after I pushed the button to submit those taxes, there's two pieces of information that I received back to indicate to me, in a reasonably prudent fashion, that I had successfully done so.

So not only did it accept the pushing of the button after entering that special number, the secret number that only the appropriate user should be able to enter, it accepted that. But it -- I got the email. And

you all see the email in Exhibit 1. And on the website in Exhibit 2, you can see that the website indicated that I had e-filed. And that -- the piece from the website in Exhibit 2, that's not just there the same day. That was there for months and months to come. Any time you'd log onto the system, that's what it showed up as.

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So this wasn't just that day I printed this out.

I didn't print this out until all of this came up in 2018,
whenever the dispute finally came to my attention, and I
was -- I began my initial efforts to rebut the fine or the
penalty that I had. This is -- that's when I printed

Exhibit 2. So this is -- this was always there, and it
said, "E-file, yes." So nothing on there that would
indicate it. So I used two separate forms of
confirmation. And then beyond that, obviously, I
submitted the check.

So this would be a whole different case and a whole different circumstance, I think, if I had just filed my return and no check that corresponded with it. In fact, I did file my check, and Exhibit 3 shows that. It shows that the Franchise Tax Board collected that money and cashed it. And it also shows in the memo section that I specifically clarified that it was for the 2015 tax return. And so as a brief aside, I don't quite understand the law in this regarded where the Franchise Tax Board has

calculated a penalty on the 14-plus thousand dollars that were due, when in fact I had paid that.

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So I don't quite understand how you -- they collected the money. They benefited from the money. And now they seem to be wanting to unjustly enrich themselves 25 percent over, even though they had the money all along. So as a side argument, I would note that even if you were to find that I failed to act as a reasonably prudent businessperson, that any fine or penalty should be calculated only on the very small amount that perhaps I miscalculated on an interest basis, not the 25 percent or the \$14,000 that they had collected and were using all along in whatever way the State chose to do so. So they weren't confused about what the payment was for. They had it. They collected it.

Now, a couple of the other pieces that I would like to point out. The Franchise Tax Board has indicated that an email might have been sent by H&R Block, perhaps even a few hours later, indicating that my return hadn't been accepted. I appreciate them submitting that. I don't dispute that it exists. I certainly didn't get it. And the way that you know that I didn't get it is because I went through all of this effort to effectively file my taxes. I desperately wanted to do so. I mean, I was doing it with all of my very best intent at heart.

And had I been notified that I didn't do something right, certainly, I think the evidence is overwhelming that I would have simply corrected that action. It wasn't a particularly complicated set of instructions that came from that email. I think that what they're indicating is that I had to go in and do a different form or guess a different number for that prior year's AGI. I'm not exactly sure, but it seems from that email that the steps were relatively simple.

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Other things I'd like to note in terms of testimony and fact, is that there was nothing from the State for years thereafter. So I submitted the check. The check had the memo that clearly indicates what it was for. It was for a very specific dollar amount, and it wasn't for several years until there was some sort of notification from the State that there was something ineffective about my filing of taxes.

There was some time period there where we had moved, and I think that the State may have sent something to on old address that weren't delivered to us. But as soon as we received a more formalized notification from them at the new address, we certainly responded and acted quickly to try to remedy the situation. We have tried to settle with the State early on. You can see in the State's brief and their prior filings that there was a

phone call placed that my statement that I'm making to you today has been consistent all along from the time that we originally spoke to them.

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And, I mean, I'm not arguing that I shouldn't pay the taxes. I should pay the taxes. The taxes were due. It was \$14,000 and some-odd dollars. Very well. You know, I elect to be a California taxpayer, and I hope to enrich the State through the income that I have and their fair portion of it. It's the penalty, and the draconian penalty that has been assessed to an amount that I had paid in a timely fashion, pretending as though I didn't.

It doesn't sit right. It feels as the State is becoming unjustly enriched. Whether I was negligent in my filing or not, again, it's kind of a two-part issue as I see it. And, again, I'm not the expert on the law in this, and I defer to you all in this regard. But it doesn't strike me as a taxpayer as being particularly fair or as something that should be -- that is a message that will resonate amongst the taxpayers. It feels very punitive. It feels very draconian.

And those are the facts as I see them. I'm happy to answer any questions, and I'm happy to give a bit more argument if this is the appropriate time for that. I'm sure if this is supposed to be simply focused primarily on the facts, or if I have a bit of leeway to argue a bit

through this time period.

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JUDGE AKIN: It's your time.

MR. CHERKASKY: Okay.

JUDGE AKIN: You can present any factual testimony or argument you want to. And then after your argument, FTB will have 10 minutes for theirs, and then you will have an additional 10 minutes for your rebuttal. So you can choose what you would like to say now versus what you would like to say later.

MR. CHERKASKY: Thank you, Your Honor, for clarifying that.

In terms of just a bit of argument, we're using the reasonably prudent businessperson standard. And I accept that reasonably prudent business people from time to time go through the process of getting through extremely complicated and instruction-filled sorts of obligations. It's not a full-proof system.

Businesspeople can make mistakes, just as lawyers can make mistakes. It's whether under all of the circumstances and under all of those steps it's reasonable and whether they acted in that reasonable fashion.

The State seems to, in all of their filings, really home in on this idea that just simply receiving your tax filing software is confirmation of submission and the other -- the website piece of it isn't enough. And I

just -- I can't agree with that. I think that from a reasonable perspective where the state isn't looking -- this is not and entrapment situation.

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The State is not looking to penalize people, at least they shouldn't be. This should be a taxpayer-friendly situation. It should be an effort for all of us to get through the process of the taxpayer making the payment and the State receiving that payment. It should be as cordial as possible, I would think. In fact, I see the taxpayer as a customer, so to speak. I mean, they're there in the state paying taxes willingly. They could up and move to another state.

So I think that the legislature and the whole process of establishing the various tax codes and the obligations of the Franchise Tax Board isn't doing so to have a draconian punitive mission at hand. It's to ensure that the taxpayers are doing the best they can to get their — to get the actual returns filed and payment of those returns. And respect and I appreciate what the Franchise Tax Board's purpose is.

But when it gets taken to this point, when there's very understandable circumstances -- I don't know how often you all have seen this. We point out in our brief that the State has not cited any specific cases on point to this. I believe that they cited two other cases

that I think are very distinguishable. One, in which there's a \$200,000 payment, that they failed to go through the entire web pay system and failed to push the button. Well, that's -- obviously, differentiated from this case because there wasn't \$200,000 withdrawn from their bank account.

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Whereas in my case you can see that the money was taken out of my bank account. The check was cashed in the process of going through all of this. And that check, again, in that memo section very clearly indicates what the check was intended for. I would also argue that the State should not be allowed to act in this fashion when they had reasonable cause to contact the taxpayer way ahead of when they actually did. The state in their filings suggest a multitude of times and establishes that they knew that I tried to file my taxes, but they knowingly rejected my taxes.

So they have some sort of computer system that shows that I pushed the button, that shows I tried to register with the State, and that the State itself recognizes that it rejected my return on the date in question. So it's not as though it was my tax software that rejected the return, the State did. And so is it really fair to put on the taxpayer a reasonably prudent businessperson standard to go through all of these hoops

to make sure that the taxes were actually filed?

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I mean, almost driving it there and handing it to a person with a signed receipt it seems they want us to go through. Yet, when they reject a claim, it takes them two-plus years to send me a note that it wasn't accepted and then to enrich themselves 25 percent of the total amount due, even though they have been enjoying that total amount due the entire time. It doesn't seem right. It doesn't feel right.

And so, again, in kind of conclusion to my opening here, I'm not asking to not pay taxes. I'm not asking for a break on my taxes. I'm not asking for the interest between April and October to be waived. I recognize all of that is what this State is owed. I'm happy to pay California taxes. Always have been. I'm not one of those people who complains about it. It's what it is, and I enjoy the beauty and benefits of living in this State.

It's the 25 percent penalty on top of that that just feels outrageously draconian and unforgiving of an individual who, I think, lives a relatively prudent life doing my best to file taxes in a reasonably straightforward manner. And when it wasn't accepted here, the State's failure to contact me certainly should have some degree of impact of who is the reasonable one in all

of this, and whether that ultimate penalty is justifiable.

I do appreciate the time. Again, I really can't say enough good things about the process that I have gone through to get here and the accommodations that your office has provided. It's taken a long time, and it's certainly nice to see this coming to a conclusion. So I thank you again, and I'm certainly open to any questions on a factual basis or otherwise.

Thank you.

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JUDGE AKIN: Thank you, Mr. Cherkasky, for your argument and testimony. Let me start first with Franchise Tax Board to see if they have any questions for your factual statements.

MR. BROWN: I have no questions, Your Honor.

JUDGE AKIN: Okay. Thank you.

And let me turn now to my panel. Judge Tay, did you have any questions for Appellant.

JUDGE TAY: I have one question for Mr. Cherkasky.

Thank you, by the way, for participating in this proceeding. When you look at web app or the H&R Block software that you used, you mention that there are communications regarding the completion of your return.

Do you see -- and those communications remain there today.

Do you see any notification of what the -- of what

H&R Block had sent to Respondent with regard to the reject status?

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MR. CHERKASKY: So much time has passed at this point that I don't believe that the -- what you see in Exhibit 2 is -- or excuse me -- in Exhibit 1. So Exhibit 1 is the e-filing website confirmation. I don't believe that's still there today. I think that was there up until just a couple of years ago, but it was there at the time that I started the appeal process. I can't say that for sure.

So the question, essentially, is if clicked around enough, can I find something that says that it was rejected by the State. I'm not sure. Sorry. I can't say that I've clicked around enough to clarify that. No, I'm not sure.

JUDGE TAY: Okay. But, I guess, the other part of the question is, when you were looking through to make sure that your return had been filed correctly, did you see any of that communication in, like, in the software regardless of your email. But in the software was there, like, an in-box of some kind or messages that your -- that you noticed that --

MR. CHERKASKY: No. I -- I believe that the only thing that I've ever seen that indicated that H&R Block tried to tell me whether through the website or email is

the exhibit from Franchise Tax Board, that one email that they have that says it sent it to me. I have not seen that on the website that I can recall, certainly. And what I want to be clear is I don't know if you clicked around enough times and through enough sub-pages to get there, if that might be there.

I don't know if I have thoroughly searched every corner of it, but I have no recollection of it. And I certainly did endeavor to find that. That's why I printed out Exhibit 1 when I did. So that -- and not that I know of. So I didn't see one, and not that I know of.

JUDGE TAY: Thank you.

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JUDGE AKIN: Okay. And, Judge Wong, did you have any questions for Appellant?

JUDGE WONG: I did have one -- excuse me -- one question for Mr. Cherkasky.

In Exhibit 2 there's a sentence. It says, "As soon as California tax office processes your return, we'll send you an email to let you know that your return status has been updated." What was your take on that sentence when you read it?

MR. CHERKASKY: Well, that would have been my effort to go into that website and see what you have in Exhibit 1. And so I don't know that I ever specifically thought to search out for the email or look for that

email. You know, H&R Block sends you a million things sometimes because they want more services. They want you to sign up for more services. So I don't know that I ever interpreted it as being very strict to look for that email or perhaps ignored it. Because on the website it had yes to the e-file. That was my verification measure. So I didn't think much about it, I guess, once I saw the website say yes.

JUDGE WONG: Thank you.

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MR. CHERKASKY: Of course.

JUDGE WONG: No further questions at this time.

JUDGE AKIN: Okay. I had just one very related question. So after you attempted to e-file on October 14th, did you ever, shortly thereafter, log back into the H&R Block website to check and see if it had been filed?

MR. CHERKASKY: Yes. That's the purpose of

Exhibit 1 there, and as well noting that I had -- that the

check had been cashed as well. Those were my two

verification mechanisms to see that I had done so

successfully. Again, I never saw that other email. I

wanted to do it all along. I wanted to get it right all

along. So I -- it stinks to be here. Not what I intended

in the first place and certainly didn't see anything else.

But Exhibit 1 and the cashing of the check were my

indications of a successful completion.

JUDGE AKIN: Okay. Thank you. I don't have any additional questions.

I think we're ready now for Franchise Tax Board to provide their presentation.

Mr. Brown, you have 10 minutes and may begin when you're ready.

MR. BROWN: Thank you, Judge Akin.

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PRESENTATION

MR. BROWN: For the 2015 tax year, Appellants used H&R Block's third-party software to prepare their federal and state tax returns, which they intended to file electronically. On October 14, 2016, Appellants submitted their California return through H&R Block's electronic portal in which the software provider would prepare the return for submission to FTB and electronically transmit the return for filing.

When Appellants submitted a return to H&R Block for filing, they received an email from H&R Block on October 14, 2016.

JUDGE AKIN: I'm sorry to interrupt. Can you move your microphone a little closer? We're having a little hard time hearing you.

MR. BROWN: Is that better?

JUDGE AKIN: Much better.

MR. BROWN: Thank you.

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JUDGE AKIN: Thank you.

MR. BROWN: When Appellants submitted the return to H&R Block for filing, they received an email from H&R Block on October 14, 2016, at 11:01 a.m. The email message attached as an exhibit to Appellants' appeal letter reads, "Congratulations. Your California return is complete. As soon as California Tax Office processes your return, we'll send you an email to let you know that your return status has been updated."

Appellants understood this email message to read that their tax return filing process had completed, and that their filing obligation had been discharged.

However, the email message clearly indicated that a subsequent email would be forthcoming to inform Appellants as to whether their return had been processed by California's tax office. H&R Block sent a follow-up email two and a half hours later at 1:40 p.m. on October 14, 2016.

The email advised Appellants that their return was rejected and provided a reason for the rejection and the manner in which Appellants could still file their 2015 return. Quote, "Your prior year adjusted gross income doesn't match the Franchise Tax Board's records. So you

can't sign your return electronically. You can still e-file by signing an FTB 8453-OL California e-file return authorization form. This won't delay the processing of your return," unquote.

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Appellants have not acknowledged the follow-up email but have not disputed that they received it. The following-up email left no doubt that the tax return had not been filed or processed by the FTB. Appellants did not follow up to ensure their tax return was filed. They argue they were completely surprised over a year later to receive the notice from FTB advising them that there was no 2015 return on file.

Seven months after FTB sent notice that there was no return on file, FTB sent a request for tax return to Appellants requesting for Appellants to file their tax return or indicate why they believe they did not need to file a return. One month later in July 2018 Appellants filed their tax return. The FTB subsequently imposed the delinquent return penalty. Appellants paid the amount due and filed their claim for refund.

It is well settled that each taxpayer has a personal nondelegable obligation to file the return by the due date. In its 2018 precedential opinion in the Appeal of Quality Tax and Financial Services, Inc., the OTA reenforced this nondelegable obligation and made clear

that in the absence of an acknowledgment that a return was transmitted, received, or accepted, an ordinary intelligent and prudent businessperson would have viewed the e-file history and acknowledgment records to confirm whether the return had been timely transmitted, received by the tax preparation software provider and accepted.

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Moreover, an ordinarily intelligent and prudent businessperson after viewing the e-file history and acknowledgment records and noticing the return had not been accepted would have made other attempts to file prior to the end of the extension period. The OTA reaffirmed this position in the 2019 precedential opinion of Appeal of Auburn Old Town Gallery, LLC. The initial email message sent by H&R Block did not convey that Appellant's return had been transmitted, received, or accepted.

The follow-up email clearly communicated that the return had been rejected and also provided direction for Appellants to file the return so that it would not be late. In view of evidence that put Appellants on notice that their tax return had not been filed and in view of OTA precedent holding the taxpayers are required to follow up to ensure tax returns are transmitted, received, and accepted, Appellants have not established reasonable cause to abate the penalty.

If I could, I would like to address one of the

questions put to Appellants by Judge Tay. You asked 1 2 whether the email -- or referred to an email sent to FTB, 3 if Mr. Cherkasky heard it -- and I don't want to incorrectly phrase that. But my response is that is 4 5 Exhibit M to the Franchise Tax Board's reply. That was an 6 email that was sent to Mr. Cherkasky, and the email 7 address is provided in that exhibit. And FTB got a copy of that email when we reached out to H&R Block to see if 8 there had been a follow-up email that had been. 10 I will respond to any questions the panel might 11 have. 12 JUDGE AKIN: Okay. Thank you, Mr. Brown. Let me turn to my panel to see if they have any 13 14 questions of Franchise Tax Board.

Judge Tay, did you have any questions?

JUDGE TAY: Yes. I have a few questions just to clarify. Exhibit M of Franchise Tax Board's exhibits is not exactly a copy of the email that Mr. Cherkasky received, but the content of that email was copied and pasted into this email; is that correct?

MR. BROWN: That's correct.

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JUDGE TAY: Okay. Okay. And -- so I think there's a little bit -- maybe if you could just help clarify for me. There's a few terms that are being thrown around here. And so there's acceptance of a tax return.

There's processing the tax return. There's a complete tax return, and there's a submitted tax return. Would you just clarify kind of what -- excuse me -- can you clarify what those terms mean?

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MR. BROWN: Well, I will do my best in view of -well, this is -- this is the environmental -- pardon me -the electronic tax filing regimen, and we're dealing with
a third-party software. So this is not Franchise Tax
Board's process. But my understanding is that when
somebody uses a third-party software, such as one of
Intuit's product or H&R Block. And I mention Intuit
because that was one of the softwares from the Quality Tax
and Financial Tax Services or the Auburn Old Town Gallery,
LLC, cases.

But in any event, if it is accepted -- I would only speculate -- but I would say that it had been accepted for filing by the third-party software portal.

And whether it's processed or accepted, I can only speculate. But I know when FTB accepts a tax return, that means they will process it. That means they will accept it as having been filed. They will process the values in there and evaluate them. And the other term you used?

JUDGE TAY: Oh, sorry. Processed or processing.

MR. BROWN: Oh, process.

JUDGE TAY: Yeah.

MR. BROWN: Yeah. We use that term processing for accepting the values or evaluating the values in there and to determine tax liability based on whatever values are in the return itself.

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JUDGE TAY: Okay. And then when a tax return is complete.

MR. BROWN: Complete. That's a term that

H&R Block use, and I don't really want to speculate on

that. Whether it's complete or not, I don't offer an

opinion. But what it means is something that's unique to

H&R Block.

JUDGE TAY: Fair enough. That's fair. I don't want you to speculate what H&R Block means by using those terms. And then submitted. You used "submitted" in your presentation. So what does that mean when a tax return is submitted?

MR. BROWN: Well, submitted if a tax return is submitted, it can be submitted either electronically or by mail. Perhaps somebody could even walk in the form and submit the form that way. If it is submitted electronically, it can go through a third-party software provider and/or it can go through a direct e-file program perhaps that FTB had or has.

JUDGE TAY: Okay.

MR. BROWN: That's what I mean by that.

1 JUDGE TAY: Thank you for clarifying. And just 2 one follow up on that is submitted doesn't necessarily 3 mean accepted; correct? 4 MR. BROWN: Oh, that's correct. 5 JUDGE TAY: Okay. MR. BROWN: Yes. 6 7 JUDGE TAY: Okay. 8 MS. BROSTERHOUS: I'm sorry. May I make one 9 clarification? 10 JUDGE TAY: Sure. Sorry. 11 MS. BROSTERHOUS: And I just want to clarify that 12 here because the signature wasn't verified, the return was 13 submitted without a signature, and that's why it was 14 rejected. 15 JUDGE TAY: Okay. Now, you mention about how 16 taxpayer failed to check on the status of the return. 17 would you just kind of inform me in 2016 how would the 18 taxpayer have checked? 19 MR. BROWN: Well, I'm sure they would have 20 checked with H&R Block in this case and make the 2.1 determination as to whether the tax agency, the Franchise 22 Tax Board, had accepted the return for filing. If there's 23 a way that FTB and H&R Block have some kind of protocol 2.4 whereby it's acknowledged and notice is sent, I'm sure

there is one. How would they have done that? I -- I

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suspect they would have gone through H&R Block. As to Franchise Tax Board I -- I don't know.

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JUDGE TAY: Okay. Yes, Ms. Brosterhous?

MS. BROSTERHOUS: I think I can speak to that a little bit. So currently we have My FTB. So you can have an account on the FTB website, and you can check the status of your filed return there.

MS. BROSTERHOUS: I'm trying to think back. I believe it was. That might have been in the early days, but I'm pretty sure it was available at that time. And also, I know as someone who does e-file and have been doing so for a long time now, you always receive an additional email after you've submitted the return that says, "Congratulations. Your return has been accepted by the Franchise Tax Board or the IRS." So you should be looking out for that.

JUDGE TAY: Okay. Now, if -- I know it's a little bit of a hypothetical, but I'm trying to move a little bit towards reasonable cause here, and I'm wondering a little bit about what the limits are here. And so let's say that the taxpayer did check, and there was an error on Franchise Tax Board's website saying your return has been accepted but the signature was wrong. Would that be grounds for kind of relieving -- relief of

the penalty?

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MS. BROSTERHOUS: We would need evidence of that. If we see that the error was, in fact, ours in our system, we would definitely consider that to be reasonable cause.

JUDGE TAY: Okay. And why isn't an acceptance of payment an indication of the acceptance of return?

MS. BROSTERHOUS: A return still has to be filed because the only way we can verify the amount of the payment being correct and the correct amount of tax being assessed is with the filing of the return and the processing and validating of those values.

JUDGE TAY: Okay.

MS. BROSTERHOUS: So it's like two separate -it's two separate requirements, the filing and the
payment.

JUDGE TAY: Fair enough. If the software provider provided an erroneous notice, like if H&R Block had said, you know, provided a notice that was in error. Would that have been grounds for reasonable cause or if any software provider for that matter?

MS. BROSTERHOUS: If we, again, had evidence that H&R had been at fault. We might consider it, but the taxpayer has a nondelegable duty. So they would probably need to still check with us to make sure.

JUDGE TAY: Would it have been different if it

was a tax preparer. Let's say we have an email from an 1 2 accountant that says, "Great job. Your tax return is 3 complete. I'll let you when Franchise Tax Board finishes processing it." 4 5 MS. BROSTERHOUS: We actually have many cases like that, and no reasonable cause has been found there 6 7 because of the nondelegable duty requirement. 8 JUDGE TAY: Okay. Thank you. I have no further 9 questions. 10 JUDGE AKIN: Okay. Thank you, Judge Tay. 11 Judge Wong, did you have any questions for Franchise Tax Board? 12 13 JUDGE WONG: I do not. Thank you. 14 JUDGE AKIN: Okay. And I do not have any 15 questions for Franchise Tax Board either. So with that, I 16 think we're ready for Appellant's closing and rebuttal. 17 And you have 10 minutes. MR. CHERKASKY: Thank you. 18 19 20 CLOSING STATEMENT 21 MR. CHERKASKY: And I will start with just, I 22 quess, a few points in direct rebuttal. The Franchise Tax 23 Board has a particularly pedantic view of the process. 2.4 We're in a very modern era with computer software and

processes that are, to reasonable people, expected to work

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relatively easily. I mean, we all are computer users, and we all frequently have to go through the process of navigating our world with e-payments and electronic filings and whatnot.

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The State really tries to distance themselves from the H&R Block software, calling it obviously third-party software and having very little knowledge of the inner workings of that. I object to that. I don't think that's particularly credible. They are very much working in conjunction with these e-file websites. They very much could eliminate the ability for those websites to e-file.

There are some states -- or kind of back in my -way back machine when I was younger and filing e-file -going on to H&R Block-type websites or these various
websites, there were states that weren't setup to accept
e-filing, and you would have to mail things in. That's
the way that it was done until the states became
sophisticated enough in order to have a coordinated system
with the online software, and so California did so. And
they did so with, I guess, Intuit but also with H&R Block,
the service that I use.

And so to the extent here that the State is, I guess, going through the process of accepting them as acceptable third-party process, I really think the State

has some degree of obligation to make sure that the standard taxpayer -- and I don't even consider myself a standard taxpayer. I'm a relatively sophisticated taxpayer.

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In fact, according to the State, I believe that I am, in fact, authorized to file taxes on other people's behalf as an attorney. So I wouldn't, and I haven't. But in terms of who I am, I mean, I'm a relatively sophisticated citizen of the state. And I view this website and the email that I get saying, "Congratulations, your California return is complete," with an exclamation point on there, to be pretty confirmatory of things. I felt pretty good getting that. I felt pretty comfortable, and then I stuck in the mail my check, which was cashed.

I do want to highlight just two cases that the State uses in their reply brief dated back November of 2019. And both of those cases looks like Scanlon and Friedman deal with taxpayers; first, incorrectly in putting in bank information and second, taxpayer not going through the web payment process system. And this is something that the State didn't mention in their argument just a minute ago is the idea that I paid, and that it was accepted by them, and that I was able to verify that with my bank.

In both those cases, the taxpayer was well aware

that it was unsuccessful. Because if they had logged into their bank account, they would see that these payments did not go through. So very different circumstances. Again, they kind of get to this idea that the taxpayer is ultimately responsible. I am responsible, and I did attempt to file this, and I did pay the taxes.

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And so that kind of gets to the final piece.

And, again, the State didn't comment on this -- I don't

believe directly, although they may have -- is how they

get to the calculation. So the State in -- on page 2 of

their initial brief, the Respondent's opening brief talks

about Section 19131 in terms of the 5 percent penalty or

25 percent total penalty shall not exceed 25 percent, but

it's all based on the tax due. And so I might be ignorant

on the law in term of when it's calculated that the tax is

due, and perhaps the law is particularly unforgiving in

this regard, but I can't imagine that it is.

They had the money. So I -- they had the money all along. So I guess when I didn't file the taxes as I was supposed to, my tax return, on October 16th and they had the money, I really do believe that out of equity -- at a minimum, even if I was found to be in error and not acting as a reasonably prudent businessperson, I plea with the Board to calculate my tax penalty based on the small amount of interest that I think I miscalculated between

April and October.

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That's the total penalty because the whole rest of it was paid. You know, the kind of idea of submitting a tax return without a signature, I think that's an interesting analogy. Because if I had put it in the mail and just forgot to sign the bottom block, I don't think we're talking about a nearly two-year period until they -- until the State contacts me about the adequacy of filing. If somebody submits something and they do their best, doesn't -- isn't the whole process here the State reaches back out to them, let's them know, sends out a mailing almost immediately?

In fact, I don't even understand. And this might be my own little rant on the Franchise Tax Board here, but I think that it has some degree of relevance when they know that my wife is a taxpayer in the State, and they don't see a tax right return from her, why isn't a notice sent out the next month? I -- I -- why is it a year and a half? Why is it so that the State can ultimately collect \$4,000 from us? Isn't the idea to get the money, not to get the penalties? So that's just a bit of an aside.

But if I were to have submitted it without a signature, I would think that the State would have responded much more quickly. And same thing with having gone through a tax preparer. I think that if I had gone

onto a -- my accountant's website and it says, you know, "California e-file, okay." I think that that's sufficient.

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I really do believe that when I can log on to that third-party system and it suggests in perpetuity up until -- again, up until the point that I filed my initial brief, that their website indicates that my e-file was okay. It's all that you need as a taxpayer to feel warm and fuzzy. They suggest that you have to call or walk there or knock on the door. I don't believe that there was an easy readily accessible system back in 2016, and I don't think that the Board has sufficient evidence to establish before today that it did. I don't believe that there was an easy online way to look to see if they had what you had attempted to file.

So with all of that and with my best effort, obviously, from a personal perspective, but I do think that this is an inherent issue in the State. If people are going through this effort and the State has such an unforgiving attitude towards people that obviously put forth a good effort to get something done in a relatively business sense, I think that an injustice is being done.

So I don't know that this has precedential value or not. That's not my intent here. I think that the circumstances are highly unique.

In fact, my position and my background is pretty highly unique. So I don't know how much precedential value it would carry even if you did find for me. But it really does, at the end of the day, feel unfair that the State of California could profit so significantly from a -- a very understandable error. Whether that's on one side of the reasonably prudent businessperson, that's for you all to decide. But it doesn't feel right knowing that I went through all the steps, knowing that I got the email, and knowing what that website says really puts a huge, I think beyond just a reasonably prudent businessperson perspective.

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And you would be putting a standard like a -basically, an accountant's view, somebody who has an
extensive experience with the system type of perspective.

Franchise Tax Board has that experience. I, as a
taxpayer, don't. I do this once a year, and you do the
best you can. You follow the instructions to the T as
best as you possibly can. Never the intent. You can see
all along what my intent was, and I think that it was to
file these successfully.

So thank you for your consideration. Again, thank you for the time, and I do feel privileged to be here as one of the first group of people who are back in person. I think it's kind of unique to be in that role.

So thank you again for the accommodation. 1 2 JUDGE AKIN: All right. Thank you, 3 Mr. Cherkasky. Let me turn again turn it to my panel members to 4 5 see if they have any final questions for either party. Judge Tay. 6 7 JUDGE TAY: No. I think no further questions. 8 JUDGE AKIN: Okay. Thank you. And Judge Wong? 10 JUDGE WONG: No questions. Thank you, parties. 11 JUDGE AKIN: I do have one follow-up question for 12 Franchise Tax Board. I'm wondering what would happen if 13 someone did, you know, mail in a paper return that wasn't 14 adequately signed. What does Franchise Tax Board do in 15 that situation? Do they notify the taxpayer? 16 MR. BROWN: Thank you, Your Honor. Yes, we would 17 reject that. Signature is an important part of the tax 18 And in particular, before the signature line on 19 the tax return appears the following: Under penalties of 20 perjury, I declare that I have examined the tax return, 21 including accompanying schedules and statement. And to 22 the best of my knowledge and belief, it is true and 23 correct and complete." 2.4 That's an important statement because it verifies 25 all the information that is contained in the return.

would reject it whether it was not signed, whether e-filed or personally delivered or delivered in the mail.

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JUDGE AKIN: Yes. Just to follow up though, is there some sort of notification that you at Franchise Tax Board then sends to that taxpayer? And what's the time frame of when that's typically sent to the taxpayer, approximately?

MS. BROSTERHOUS: There definitely is a notice that is sent when a return is submitted without a signature. Unfortunately, I don't know the time frame. And I would be happy to provide you with that information after this hearing.

JUDGE AKIN: Do you know offhand whether it is relatively immediate or is it months down the line?

MS. BROSTERHOUS: Unfortunately, I just have no knowledge of that process. But if you'll allow me to note one additional thing? Regarding my earlier statement about My FTB, it was in fact available in 2016. And if necessary, we can provide evidence of its availability to the taxpayers at that time.

JUDGE AKIN: Okay. Thank you.

I think Judge Tay has one additional question.

JUDGE TAY: Sorry. For Respondent, just as a follow up, apart from courtesy or normal practice or even efficiency, what is the legal duty for Respondent to

notify a taxpayer of a return that has been rejected, if any?

MS. BROSTERHOUS: Well, we do notify them. As to the legal duty, I can't speak to the authority for that, but we always notify when a return is rejected.

Go ahead, Eric.

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MR. BROWN: Okay. And also it depends on how the return is rejected. If it's rejected by the third-party software, we may or may not know about that. If it's rejected by FTB, we would -- we would notify.

MS. BROSTERHOUS: Yes. Let me revise my statement to clarify it just to say that if it is rejected by us, then we would notify always. We are not responsible for third-party notifications.

JUDGE AKIN: I have one additional follow-up question. In this case, was it rejected by the third-party software, or was it rejected by Franchise Tax Board?

MR. BROWN: Well, I believe if you look at the exhibit, the email, it indicates that it was rejected -it would have been rejected by H&R Block's electronic portal, and the reason is given for that. And, apparently, it didn't pass the muster of H&R Block's electronic portal qualifications before being forwarded to FTB. And that's similar to how Intuit works as well on

1 their Lacerte program. 2 JUDGE AKIN: Okay. Thank you. 3 JUDGE TAY: So what I'm understanding from you is 4 that the taxpayer submitted their return to H&R -- through 5 H&R Block. H&R Block, without consulting FTB, compared 6 the prior year's AGI, and deemed it invalid, and then 7 H&R Block rejected the return unilaterally. Okay. MS. BROSTERHOUS: That's correct. 8 9 JUDGE TAY: So H&R Block has access to taxpayer's 10 prior year AGI whether or not he used H&R Block? 11 MR. BROWN: Yes. And the rejection -- there's a 12 footnote in our reply brief that indicates the rejection 13 is due to the inability to verify the signature of the 14 taxpayer. So it's an important matter to have the correct 15 identifying information. And that's why we insist on the 16 AGI from last year in order to identify the correct 17 submitter. 18 JUDGE TAY: That understand. But I guess the 19 part that I'm a little -- I just wanted to clarify, is 20 that H&R Block has this information on their own, and it's 2.1 H&R Block that's rejecting it, as opposed to checking with 22 FTB in some way, communicating with FTB database first? 23 MS. BROSTERHOUS: That's correct. 2.4 JUDGE TAY: Okay. Okay. 25 MR. CHERKASKY: May I make a comment on that?

JUDGE AKIN: Yes, go right ahead.

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MR. CHERKASKY: So I'm looking at Exhibit K from the Respondent's opening brief, which appears to be the PIT tax return search results. My interpretation was that a document from the State. I believe it was the State who communicated to H&R Block that the AGI did not match up. I mean, how would H&R Block have that information, otherwise? It obviously goes through the State.

And I think the State, in a couple of places in their various briefs, pretty clearly indicate that the State was the one who rejected the filing from H&R Block and then communicated back to them. And so that kind of goes back to the earlier question in this round of questions that you asked the government about what they would do with an unsigned document, and that they would go back to the taxpayer.

They didn't go back to the taxpayer. They didn't come to me. They went to H&R Block. And they relied on H&R Block, their third party -- they keep saying third party. It's a conduit to the government. I mean, this is an act of the -- this is, essentially, an act of an agent of the government in approving them to go through this process. And the government is responsible for its acts of its agents here.

So they're going to that third-party website and

not going through the effort to make sure that the website does more to indicate that my e-filing was not okay. still said yes. So it all kind of comes back. And, again, Exhibit K very clearly to me and in context of what it says, came from this. That's the State's rejection. MS. BROSTERHOUS: May I be allowed to clarify? JUDGE AKIN: Yes. MS. BROSTERHOUS: So we didn't reject the return. What happens is H&R Block sends that particular number to us, and we tell them if it's accurate. If it's inaccurate, we say no, it's inaccurate. And then H&R Block makes the decision to reject the return. JUDGE AKIN: Okay. Thank you for the clarification.

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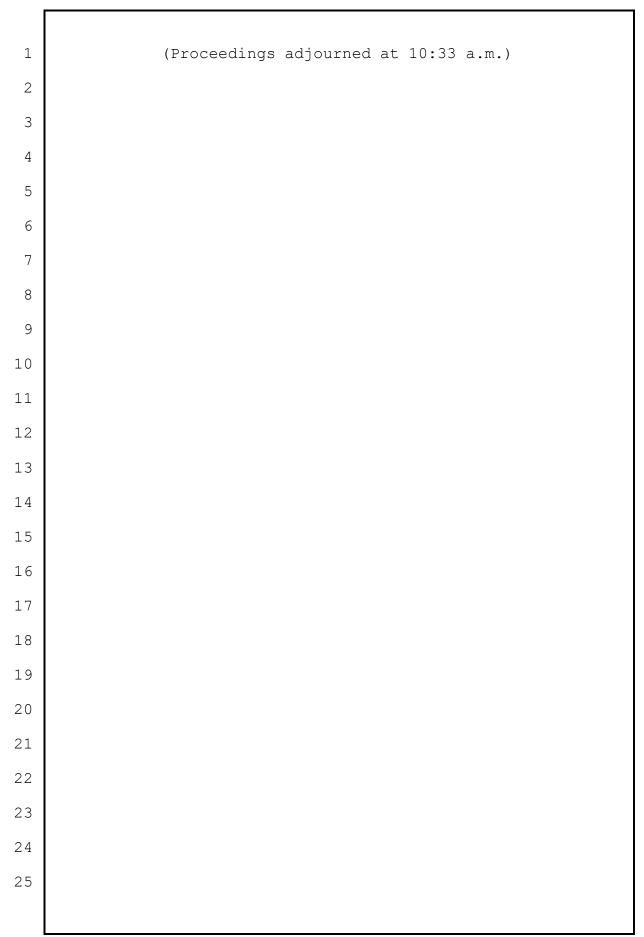
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Are there any final follow-up questions from my panel? It's looking like no. Okay. Well, I think we are ready to conclude the case. I want to thank the parties for their presentations today.

The panel of Administrative Law Judges will meet and decide the case based upon the arguments, testimony, and evidence in the record. We will issue our written decision no later than 100 days from today. The case is submitted, and the record is now closed.

This concludes our hearing calendar for today. Thank you so much everyone.



1 HEARING REPORTER'S CERTIFICATE 2 I, Ernalyn M. Alonzo, Hearing Reporter in and for 3 the State of California, do hereby certify: 4 5 That the foregoing transcript of proceedings was 6 taken before me at the time and place set forth, that the 7 testimony and proceedings were reported stenographically 8 by me and later transcribed by computer-aided 9 transcription under my direction and supervision, that the 10 foregoing is a true record of the testimony and 11 proceedings taken at that time. 12 I further certify that I am in no way interested 13 in the outcome of said action. 14 I have hereunto subscribed my name this 5th day 15 of May, 2022. 16 17 18 19 ERNALYN M. ALONZO 20 HEARING REPORTER 21 2.2 23 2.4 25